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POLICY REVIEW

SUMMARIES OF MAJOR DOCUMENTS FOR THE 1991 EXECUTIVE BOARD SESSION*

CONTENTS

		Paragraphs	Page
I.	REPORT OF THE EXECUTIVE DIRECTOR: PROMISES TO KEEP (E/ICEF/1991/2 (Part I))	1 - 5	3
II.	REPORT OF THE EXECUTIVE DIRECTOR: OVERVIEW OF ACTIONS FOR CHILDREN IN 1990 (E/ICEF/1991/2 (Part II))	6 - 22	4
III.	MEDIUM-TERM PLAN FOR THE PERIOD 1991-1994: FINANCIAL PLAN AND RELATED RECOMMENDATION (E/ICEF/1991/3)	23 - 31	7
IV.	PROGRAMME OF ACTION FOR ACHIEVING THE GOALS FOR CHILDREN AND DEVELOPMENT IN THE 1990s: A UNICEF RESPONSE TO THE DECLARATION AND PLAN OF ACTION OF THE WORLD SUMMIT FOR CHILDREN (E/ICEF/1991/12)	32 - 40	8
V.	UNICEF EXTERNAL RELATIONS: A REVIEW (E/ICEF/1991/L.4)	41 - 49	10
VI.	PROGRESS REPORT ON ACHIEVEMENTS MADE IN THE IMPLEMENTATION OF UNICEF POLICY ON WOMEN IN DEVELOPMENT (E/ICEF/1991/L.5)	50 - 55	11

* This report contains the executive summaries of major documents before the Executive Board, as requested in decision 1990/1. Because of limitations on the length of documents imposed by the Board and the Bureau, it was not possible to include an executive summary in every document.

READEX FICHE

CONTENTS (continued)

		Paragraphs	Page
VII.	THE BAMAKO INITIATIVE: PROGRESS REPORT (E/ICEF/1991/L.6)	56 - 62	13
VIII.	ROLE OF UNICEF IN THE IMPLEMENTATION OF THE CONVENTION ON THE RIGHTS OF THE CHILD (E/ICEF/1991/L.7)	63 - 67	14
IX.	UNIVERSAL CHILD IMMUNIZATION, 1990: PROGRESS REPORT (E/ICEF/1991/L.8) AND UNIVERSAL CHILD IMMUNIZATION 1990: ANALYSIS OF REGIONAL AND COUNTRY-LEVEL EXPERIENCES (E/ICEF/1991/L.8/Add.1)	68 - 72	16
X.	PROGRESS REPORT ON THE INTERNATIONAL CHILD DEVELOPMENT CENTRE (E/ICEF/1991/L.9)	73 - 78	17
XI.	RECOMMENDATION FOR ADDITIONAL HEADQUARTERS OFFICE ACCOMMODATION (E/ICEF/1991/AB/L.9)	79 - 86	18

I. REPORT OF THE EXECUTIVE DIRECTOR: PROMISES TO KEEP (E/ICEF/1991/2 (Part I))

1. A number of historic achievements for children occurred in 1990, including the achievement of universal child immunization (UCI), the ratification of the Convention on the Rights of the Child and the World Summit for Children, which resulted in an ambitious World Declaration on the Survival, Protection and Development of Children and the Plan of Action for Implementing the World Declaration on the Survival, Protection and Development of Children in the 1990s. Those events, together with the goals and strategies for children in the 1990s adopted by the Executive Board in 1990, represent a series of promises made to children around the world, millions of whom are affected by economic decline, natural disaster, civil strife and disease.

2. The Declaration and Plan of Action adopted by the World Summit contain not only lofty principles, they also include very specific goals, many with measurable targets and deadlines for their achievement. Fulfilment of the commitments made at the Summit would save the lives of some 50 million children and 1.5 million women over the next decade. However, these great promises need to be seen in the context of the enormous problems facing children, as the year 1990 was by no means an unqualified success for children.

3. Statistics graphically illustrate the plight of children. Some 14 million children died in 1990, although some 3.5 million were saved because of progress in immunization, oral rehydration therapy and other child health services. Some 500,000 women died of causes related to pregnancy and childbirth, most of them avoidable through prenatal care, better child spacing and family planning. Children were also affected by malnutrition and the lack of access to safe drinking water and sanitation, as well as to education. Millions more were in difficult circumstances and lived in city streets, worked in exploitative situations or were affected by war and man-made or natural calamities.

4. The great promises made in 1990 should be seen in the context of those and other enormous challenges. The hope for achieving the ambitious goals adopted by the Summit lies in accelerating progress, galvanizing political commitment, searching for technical breakthroughs and social mobilization. The broad international consensus behind the goals reflects the considered judgement of the international community that they are achievable and must be achieved.

5. Achieving those goals will require that the principle of a "first call for children" be adhered to, but as part of a broader development strategy that would combine the revitalization of economic growth, poverty reduction, human resource development and environmental protection. As called for in paragraph 35 of the Plan of Action (A/45/625, annex), UNICEF will assist in the preparation of a consolidated analysis of the plans of action undertaken by individual countries and the international community. In addition, UNICEF will undertake a series of specific measures as a follow-up to the Summit (see E/ICEF/1991/12 and paras. 32-40 below), but will focus in particular on sustaining and building on the success of UCI, giving priority to Africa, the restructuring of national budgets and

development assistance and the continuing burden of debt. In the end, what will be required is the creation of a global movement for children, in which UNICEF can play an important role.

II. REPORT OF THE EXECUTIVE DIRECTOR: OVERVIEW OF ACTIONS FOR CHILDREN IN 1990 (E/ICEF/1991/2 (PART II))

6. Part II of the report of the Executive Director provides an overview of developments in UNICEF programmes, operations and external relations in 1990. The report consists of three major sections on those areas, as well as a brief introduction that outlines the accomplishments for children that occurred in 1990 and the resulting challenges to UNICEF.

7. In 1990, UNICEF cooperated in 127 countries and territories, the majority of which were in Africa (44), followed by Latin America and the Caribbean (35), Asia (34) and the Middle East and North Africa (14). Programme expenditure totalled $584 million ($319 million from general resources and $265 million from supplementary funds). UNICEF programme expenditure in health remained the largest ($250 million, or 43 per cent of total expenditure). Expenditure for education and young child development reached $57 million (10 per cent), while that for water supply and sanitation was $82 million (14 per cent).

8. Reflecting the seriousness of the economic crisis affecting Africa, expenditure there has risen steadily from an annual average of $19 million (21 per cent) in 1970-1979 to $216 million (37 per cent) in 1990. The overall commitment of UNICEF to Africa remains high. The principles of the Bamako Initiative - revitalizing and sustaining primary health care (PHC) systems through active community participation in the management and financing of local health care institutions - are being rapidly accepted and implemented. There was remarkable progress in immunization coverage levels in 1990, and UNICEF continued to support programmes for the control of malaria, acquired immune deficiency syndrome (AIDS) and diarrhoeal diseases, as well as for safe motherhood, water supply and sanitation, education and emergencies.

9. Following Executive Board approval at its 1990 regular session, UNICEF formulated a programme to support the poor and disadvantaged of South Africa through South African non-governmental organizations (NGOs) concerned with children (decision 1990/9). NGOs decided to form an umbrella body within South Africa, the National Committee for Child Rights, which developed and approved a plan of cooperation that defines priorities for NGO actions. Priorities include the preparation of a thorough and independent situation analysis of children and women in South Africa; support for a social mobilization programme focusing on the Convention on the Rights of the Child and Facts for Life; and support for critical life-saving measures for children. Steps are also being taken to establish monitoring mechanisms for those activities through an independent international NGO.

10. In 1990, UNICEF continued to advocate "adjustment with a human face" through country programmes of cooperation and by working with other United Nations agencies, including the World Bank and the International Monetary Fund (IMF).

Because third world debt remains a substantial obstacle to child survival activities in the poorest countries, UNICEF also continues to work with the Inter-American Development Bank on the human investment fund in Latin America. The challenge in 1991 remains to obtain donor commitment and support for similar debt swap arrangements.

11. UNICEF participation in a range of programme areas to counter environmental degradation has been expanded in the past year at both global and country levels and reflects the growing appreciation about the relationships between child health, community participation and sustaining and enhancing the environment. In general, UNICEF activities in the area of the environment have built on strong community mobilization efforts generated within existing child survival and development (CSD) programme structures and have stressed the importance of children's participation. UNICEF environmental programming has also been characterized by substantial inter-agency and inter-institutional collaboration, at both global and national levels.

12. In its decision 1990/5 on Central and Eastern Europe, the Executive Board authorized UNICEF to undertake certain specific child-related activities in countries of the region undergoing dramatic political, social and economic transformations, and the implementation of activities is well under way. One of the major activities organized during the latter half of 1990 was a roundtable on "Safety nets for children in Central and Eastern Europe" held at Warsaw under the auspices of the Government of Poland, with organizational support from UNICEF. UNICEF also participated in several inter-agency meetings and missions organized by the International Atomic Energy Agency (IAEA) on the after-effects of the Chernobyl nuclear accident.

13. In addition, in 1990 UNICEF undertook four emergency missions to Romania that focused on the plight of institutionalized children in that country. It has been necessary to have a UNICEF presence in Romania during this period of intense activity, with both staff and operating costs covered by specific-purpose emergency contributions. The UNICEF response to the Romania emergency includes: (a) providing immediate emergency requirements; (b) catering for longer-term emergency needs; and (c) designing policies and programmes for the deinstitutionalization of children, child protection and child development.

14. The health goals of the 1990s, adopted at the World Summit for Children, require that UNICEF involvement in the health sector includes increased emphasis on strengthening the capacity of the PHC infrastructure to provide accessible health services that are affordable, appropriate to local situations and sustainable. In terms of impact and the long-term sustainability of improved health services, PHC elements that empower the community are perhaps the most significant. In order to meet the challenges of the 1990s more efficiently and effectively, programme advisory services have now been reorganized into clusters - health, nutrition, water supply and sanitation, education and intersectoral activities - that group together interacting and mutually reinforcing disciplines.

15. The year 1990 was a milestone for the UCI programme, as immunization coverage in developing countries increased more than fourfold from less than 20 per cent in

1981 to the 1990 goal of 80 per cent (see paras. 68-72 below for a summary of the 1990 progress report on UCI). UNICEF also continued to support programmes to control diarrhoeal diseases, acute respiratory infections (ARI), AIDS and malaria, all of which are discussed in the report.

16. Continued support was also provided for activities related to women's health and safe motherhood, child spacing and family planning, as well as to essential drugs programmes. Nutrition-related activities included preparations for the implementation of the nutrition strategy adopted by the Executive Board in 1990 (the "triple A approach"), growth monitoring and promotion, treatment of micronutrient deficiencies, household food security programmes, the promotion of breast-feeding and nutrition surveillance.

17. UNICEF continued to provide support for basic services, including water supply and sanitation; basic education; problems in urban areas such as poverty, the influx of families escaping conflicts or natural disasters and the situation of street children; women in development (see paras. 50-55 below for a summary of the Board paper on the implementation of the UNICEF policy on women in development); emergency operations; and children in especially difficult circumstances. Supporting actions included social mobilization and communication, programme evaluation and programme publications.

18. In the area of operations, the report discusses the various efforts made in 1990 to prepare UNICEF to meet the challenges of implementing the goals for the 1990s in the most efficient and cost-effective manner. In the budget preparation process, particular attention was given to the goals, while extensive discussions and analyses were conducted on the existing resources and organizational structures at headquarters and in the field. A senior-level task force was established in early 1990 to consider operational strategy for the 1990s and to recommend policy directions for improved management. Various measures to improve financial management, internal controls, human resources management, as well as information and resource management, were pursued by operational divisions and field offices in 1990.

19. Total income was $821 million, compared with $721 million as estimated in the medium-term plan for the period 1990-1993 (E/ICEF/1990/3 and Corr.1). Income from Governments, intergovernmental organizations and the United Nations accounted for 74 per cent of total income, the balance coming from non-governmental income. Supplementary funds contributions for emergencies in 1990 were $57 million, including $14 million for the Sudan, $8 million for Mozambique, $5 million for Ethiopia and $4 million for Jordan. Total expenditures totalled $738 million, of which $585 million was for programme expenditures.

20. At 31 December 1990, UNICEF had a total of 4,730 incumbent staff members, including 1,062 international Professional, 608 National Professional and 2,995 General Service staff. These staff members were assigned to 227 locations globally in 106 countries. The proportion of staff positions in the field has increased further and now accounts for 84 per cent. The appointment and placement of female Professional staff have continued to receive top priority and at the end of 1990 UNICEF attained its target of having one third of its core Professional posts

occupied by women. UNICEF also undertook a number of recruitment missions to underrepresented countries.

21. UNICEF supply operation in 1990 accounted for 49 per cent of the dollar value of programme assistance. The Supply Division carried out procurement services on behalf of Governments, donors, NGOs and other United Nations agencies to complement UNICEF programmes of assistance in the amount of $49.2 million. The new supply data processing system became operational in 1990 and has greatly facilitated purchase order creation and the production of management reports on supply activities. Procurement in developing countries amounted to $92.7 million in 1990.

22. As summarized in the report, external relations activity included promotion of implementation of the provisions of the Convention on the Rights of the Child (see paras. 63-67 below for a summary of the Board paper on the Convention); inter-agency collaboration; media relations; the State of the World's Children report; work with National Committees for UNICEF, NGOs, intergovernmental organizations, parliamentarians and religious leaders; public advocacy; broadcasting and video; publications; emergency information; electronic communications; education for development; fund-raising; and greeting card and related operations (GCO).

III. MEDIUM-TERM PLAN FOR THE PERIOD 1991-1994: FINANCIAL PLAN AND RELATED RECOMMENDATION (E/ICEF/1991/3)

23. At its 1990 regular session, the Executive Board decided that certain agenda items and the relevant documentation would be considered in the future on a biennial basis (decision 1990/1). One of those items was the medium-term plan, except for the financial plan and related recommendation. As a result of that decision, this 1991 medium-term plan contains only the financial medium-term plan for the period 1991-1994 and the related recommendation.

24. The financial plan is a framework of projections, which, to satisfy the specific financial requirements of UNICEF, has four main purposes:

(a) To estimate future general resources and supplementary funds income;

(b) To plan affordable levels of general resources programme expenditures;

(c) To plan the budgetary estimates necessary to support programme expenditures;

(d) To maintain the liquidity requirement.

25. The major purpose of the plan is to enable the Executive Board to review the previous year's financial plan as well as updated income projections of UNICEF. The plan provides the Board with a basis for determining the total level of programme submissions that should be prepared for its 1992 regular session.

26. The medium-term plan projects general resources income for 1991 at $555 million and an average annual increase of 5.5 per cent, reaching $652 million by 1994.

27. Contributions to supplementary funds are received for programmes and/or projects, as well as for emergency relief and rehabilitation. The medium-term plan projects non-emergency contributions for 1991 to be $243 million. For the period 1992-1994, non-emergency contributions are expected to increase at a rate of 8 per cent per year. Emergency donations are expected to be $60 million in 1991 and $50 million per year for the period 1992-1994.

28. Future general resources programme expenditures proposed to the 1991 Executive Board amount to $563 million, consisting of programme recommendations summarized in the programme "round-up" document (E/ICEF/1991/P/L.2).

29. The plan provides for the preparation of $500 million of general resources programme expenditures to be submitted for approval to the 1992 Executive Board. Total programme expenditures for the period 1991-1994 are assumed to grow at a rate of 7.9 per cent per annum.

30. The financial medium-term plan includes projected budget costs for the period 1991-1994. The revised budget estimates for 1991 and the proposed budget estimates for the biennium 1992-1993 are detailed in document E/ICEF/1991/AB/L.1.

31. The plan concludes with a recommendation by the Executive Director that the Executive Board approve the medium-term plan as a framework of projections for 1991-1994, including the preparation of up to $500 million in programme expenditures from general resources to be submitted to the Executive Board at its 1992 session. That amount is subject to the availability of resources and to the condition that estimates of income and expenditure made in the plan continue to be valid.

IV. PROGRAMME OF ACTION FOR ACHIEVING THE GOALS FOR CHILDREN AND DEVELOPMENT IN THE 1990s: A UNICEF RESPONSE TO THE DECLARATION AND PLAN OF ACTION OF THE WORLD SUMMIT FOR CHILDREN (E/ICEF/1991/12)

32. The Plan of Action of the World Summit for Children was adopted as a framework for more specific national and international undertakings, and included 27 specific goals, listed in the annex to the report, to be achieved by the year 2000. The Summit participants appealed to all Governments to endorse the Plan, and further pledged to make available the resources to meet its commitments as part of their national plans.

33. Paragraphs 34 and 35 of the Plan of Action are of primary importance. Paragraph 34 urges all Governments to prepare, before the end of 1991, national programmes of action to implement the commitments undertaken in the Declaration and Plan of Action. Paragraph 35 urges all international development agencies to examine how they can contribute to the achievement of the Summit goals and

strategies as part of more general attention to human development in the 1990s. They are further requested to report their plans and programmes to their respective governing bodies before the end of 1991 and periodically thereafter.

34. This report is an outline of the UNICEF response to paragraph 35 of the Plan of Action. It can also serve as a self-contained basis for developing national programmes of action because the Summit goals provide a common basis for planning and for measuring performance. Achievement of those goals will require, a priori, that basic services be extended to the previously unreached. The child-related development goals in each country must also be prioritized and phased, depending on the factors prevailing in that country.

35. Stressing that the Summit goals and the actions required to achieve them are interrelated, the report outlines a series of strategic programme actions that emphasize reducing infant, under-five and maternal mortality rates, as lowered mortality is an indication of overall well-being and of improvements in health. The report also discusses actions that need to be undertaken in the areas of immunization, the control of diarrhoeal diseases, ARI, the special problem of AIDS, nutrition, water supply and sanitation, the eradication of dracunculiasis (Guinea worm disease), basic education and children in especially difficult circumstances.

36. UNICEF support measures for national programmes of action are also discussed in the report. In developing countries, such measures will include the normal country programming and review process, which will continue to be the primary instrument of UNICEF to promote the goals and strategies for the 1990s. After summarizing the various phases of the country programming process (programme preparation, situation analysis, implementation, monitoring and evaluation, social mobilization and advocacy), the report suggests that a sixth element be added to the process, through which each country office would help to prepare an analysis of where that country stands regarding each of the goals. The new analysis should include past trends and future progress and identify resource requirements, policy changes indicated, research and development needs and the appropriateness of current standards, phasing and priorities.

37. In support of national programmes of action, UNICEF will provide, to the extent possible, resources and support for analysis, conceptualization and development of national programmes of action and their adoption or endorsement by national legislatures. Support will also be provided to implement the national programmes, including the development of sectoral and intersectoral programmes related to the Summit goals.

38. Other UNICEF support measures for achieving the Summit goals will include according high priority to Africa, particularly through the implementation of the Bamako Initiative and by paying particular attention to the AIDS pandemic.

39. The goals and strategies adopted by the Summit are intended, on the whole, to be applied in industrialized countries as well as in developing countries. UNICEF will need to remain aware in two respects of how industrialized countries follow up on the commitments made in paragraph 34 of the Plan of Action: the translation of the commitments into domestic action for children; and the restructuring of

development assistance to contribute to the achievement of the Summit goals and strategies. It would seem appropriate for UNICEF to offer advice, when requested, on both matters, although its capacity to assist industrialized countries is limited both by its current mandate and in terms of resources.

40. UNICEF will also work towards achieving the Summit goals through working with other agencies, developing and implementing monitoring mechanisms and systems and through increased advocacy and resource mobilization. The report concludes with a list of tentative work targets that UNICEF hopes to achieve in 1991 and 1992.

V. UNICEF EXTERNAL RELATIONS: A REVIEW (E/ICEF/1991/L.4)

41. In response to Executive Board decision 1990/14, this report was prepared for the twofold purpose of (a) clarifying the role and specific functions of the external relations units mentioned as requiring better definition and better information in the evaluation of UNICEF external relations policies and functions provided to Board members in November 1989; and (b) reviewing the role, functions and resources of the Geneva Office, with a view enabling it to meet the new challenges that Europe offers in the 1990s.

42. A short summary of the role, objectives, function and structure of the external relations group is given. Reference is also made to previous Executive Board documents and a detailed directory entitled "External Relations: Who Does What", prepared by the Division of Information. The following areas are addressed:

(a) The definition of the respective roles and functions of external relations divisions;

(b) The roles of the Geneva Office and headquarters divisions vis-à-vis National Committees for UNICEF and other advocacy and coordinating functions;

(c) The introduction of the "country approach" to provide a framework for integrated planning and action;

(d) The allocation of responsibility for publications and the accuracy of advocacy materials;

(e) Handling of special events;

(f) Measures to improve internal communication, coordination and strategic management;

(g) Assessments and evaluations undertaken.

43. The question of resource and staff requirements for each part of the external relations group, including the Geneva Office, is addressed in the revised budget estimates for the biennium 1990-1991 and budget estimates for the biennium 1992-1993 (E/ICEF/1991/AB/L.1) and, in the case of GCO, in the GCO work plan and proposed budget for 1991 (E/ICEF/1991/AB/L.6).

44. In its decision 1990/14, the Executive Board requested the Executive Director "to review the role, functions and resources of the Geneva Office and the size and level of its staffing, to enable it, in particular, to meet the new challenges that Europe offers in the 1990s, and to present a report thereon, with appropriate recommendations, to the 1991 session of the Executive Board".

45. On the basis of this internal review, the Executive Director concludes that the existing structure is appropriate.

46. The report describes in detail the major functions of the Geneva Office, which will continue to provide operational support to National Committees and international NGOs based in Europe, while policy will continue to be made at New York headquarters.

47. The major responsibility of the Geneva Office is to mobilize and support National Committees for UNICEF and NGOs in Europe. The Geneva Office will also continue to fulfil the following functions in Europe, under the guidance of New York headquarters: (a) to inform and support the media; (b) to promote education for development; (c) to be responsible for private sector fund-raising; (d) to provide support for emergency operations, including those in Central and Eastern Europe; (e) to carry out liaison with United Nations agencies and other intergovernmental bodies in Europe; (f) to provide information technology and information services; and (g) to provide an administrative framework and back-up for the above functions.

48. Following a careful review, the Executive Director believes that the level of responsibility and the importance of the Geneva Office warrant that the post of Director of the Geneva Office again be classified, as in the past, at the D-2 level. Therefore, this proposal is included in the 1992-1993 budget submission to the Executive Board.

49. In order to strengthen further the capacity of the Geneva Office to provide operational support to National Committees in Europe, it is proposed in the budget recommendation that:

(a) An additional P-4 post of operations officer be created, in order to free the Deputy Director, who also serves as Chief of the National Committees Support Section, from many administrative functions in favour of substantive work with National Committees;

(b) One post of Public Affairs Officer, National Committees, be upgraded.

VI. PROGRESS REPORT ON ACHIEVEMENTS MADE IN THE IMPLEMENTATION OF UNICEF POLICY ON WOMEN IN DEVELOPMENT (E/ICEF/1991/L.5)

50. In 1987, Executive Board approved the implementation strategy for the policy on women in development (decision 1987/18) and provided further directions in 1988 (decision 1988/6). In 1990, the Board decided that priority focus should be given to the status, health, nutrition and education of the girl child with a view to reducing disparities between girl and boy children (decision 1990/17).

51. This report reviews and analyses progress made in UNICEF programmes of cooperation in 1990 in implementing those decisions. Evidence from all regions shows that most country programmes are focusing increasingly on the needs and issues of girls and women. In line with Executive Board policy, programme responses follow both the integral and the women-specific approaches. In terms of quality and scope, approximately 30 per cent of the country programmes are at present responding satisfactorily to Executive Board policy and decisions.

52. As requested by the Executive Board, the report highlights the situation of the girl child. Several countries have undertaken baseline studies and collected gender-disaggregated data. Girl children in all regions face varying degrees of neglect and discrimination in health care, nutrition and educational opportunities. Many encounter serious problems of early marriage and motherhood. This situation tends to perpetuate a syndrome of low-birth-weight babies, high infant and maternal mortality, illiteracy, low self-esteem and poverty of women.

53. The complex social and cultural issues require carefully planned advocacy and social mobilization to galvanize political will and ensure broad strategic support for the girl child. Many countries, especially those in South Asia and the Middle East and North Africa, reported increased advocacy, public awareness and efforts towards programme development to reduce disparities and combat discrimination. In November 1990, the heads of State and Government of the South Asia Association for Regional Cooperation (SAARC) declared the period 1991-2000 as the "SAARC Decade of the Girl Child" to ensure sustained focus on the girl child. Notable advocacy publications were produced in 1990 including "Sex differences in child survival and development" by the UNICEF Middle East and North Africa Regional Office; "The girl child in Bangladesh: a situation analysis" by the UNICEF Bangladesh office; and "The girl child: an investment in the future" by UNICEF headquarters.

54. National and subnational situation analyses reveal negative trends in women's poverty in Africa and Latin America caused by economic crisis, structural adjustment, drought and war. There are growing concerns about the health and income status of the increasing numbers of women in several countries in Africa, Asia and the Caribbean who are heading households. Against this background, the report reviews sectoral programmes in health, nutrition, education and water supply and sanitation. While some progress has been made, much more remains to be done. For example, the approach and programming for women's health needs to be broadened beyond maternal health. The high gender disparities in education in South Asia, the Middle East and Africa require intensive advocacy and well-targeted interventions. New initiatives concerning women and water supply and sanitation were reported, but the issue of women's involvement in planning and management remains to be solved. In all sectors, the role of men is hardly addressed.

55. The report outlines five crucial measures needed to improve the gender sensitivity and responsiveness of the programmes to women's needs: (a) assignment of high national and corporate priority; (b) staff training; (c) policy development in the light of the development goals for the 1990s; (d) strengthening institutional capacity; and (e) inter-agency coordination and collaboration. Other specific areas identified for further action include baseline studies and data collection on the girl child; intensified national and international advocacy for

the girl child; measures to delay early marriage and child-bearing; priority to girls' education; and gender-sensitive programme monitoring and evaluation.

VII. THE BAMAKO INITIATIVE: PROGRESS REPORT (E/ICEF/1991/L.6)

56. This report describes the progress made with preparatory activities and individual country programmes for implementing the Bamako Initiative, and continues the analysis of the principal issues that affect implementation. It describes the activities that UNICEF has undertaken at the country level in assisting Governments to revitalize basic health services, paying particular attention to the most vulnerable groups, especially children and women. The need for coordination between all the partners involved in health care development is stressed. In the past year, there was continuing collaboration between UNICEF and the World Health Organization (WHO), as epitomized by the Pan-African Conference on the Financing of Community Health Activities, held at Kinshasa in June 1990, and increased contacts with the World Bank, which lead to a first joint effort on the Initiative in Mali.

57. From the intensive work undertaken by UNICEF in the past year, it is evident that there is a growing consensus about the need to focus on the long-term health needs in Africa. The Bamako Initiative addresses this issue by focusing on strengthening district health systems, of which well-run peripheral health services are an important component and which, together with community involvement in financing and management, are essential for achieving the health goals for the 1990s. The report highlights the four key components of the Initiative: (a) the basic health care delivery system, through which most health care is made available; (b) essential drugs, which are important to care and central to the credibility of services in the eyes of the people; (c) appropriate financing mechanisms, which lead to long-term sustainability; and (d) community involvement, with the community influencing the provision of services when it is a full partner in health care development.

58. The principal issues regarding implementation of the Initiative are the same as in the past, and are inherent to the Initiative's role in the long-term development of health in Africa, based on strengthening local and national capacities. Of increasing concern is the situation of health workers, who often are not paid at all or are underpaid, and the effect on the quality of services offered. The massive over-burdening of health facilities with AIDS patients, particularly in countries with a high incidence of the disease, is steadily reducing the capacity of health care systems to deal with other priorities, thus seriously limiting the degree to which community involvement in financing and management can be contemplated. The relatively passive role of women in community action is a cause for concern about the real long-term effect of the Initiative on the status of women, beyond improved health care.

59. Work on the Initiative has continued to focus on the rehabilitation of existing services; the issue of how to extend services to the unreached has yet to be addressed. This is the most serious of the Initiative's equity problems, as approximately one half of the population of sub-Saharan Africa live too far from a health facility for it to be considered to be within easy access. The utilization

of the revitalized services, however, has continued to increase and communities have been able to sustain their financial support.

60. The report identifies 12 core countries in Africa that have national strategies for the Bamako Initiative in place and where implementation has reached varying stages of coverage. Of those, five are submitting proposals for programme cooperation to the 1991 Executive Board, as are five others that are still in the preparatory planning stage. In addition, two countries in Asia, Myanmar and Viet Nam, are submitting proposals that include action along the lines of the Initiative.

61. The past year has seen considerable progress in improved information management, particularly through the increased number of studies, the start of operations research in two countries, two country evaluations of the Initiative and the consolidation of local monitoring systems in three countries. Through this work, important aspects have been noted on diverse issues such as service utilization, costs to the user, potential savings to the household and the affordability of care in comparison to available alternatives. An evaluation of the Bamako Initiative, sponsored by the Government of the United Kingdom, has been initiated and will be completed towards the end of 1991.

62. The progress report makes specific note of the unfunded supplementary funding portions of country programme recommendations and expresses concern that without greater support, those countries that have made a promising start in implementing the Initiative will have to scale down operations. This beginning stage is critical, especially because individual communities have now begun to contribute to the financing and management of peripheral health facilities. International solidarity on behalf of this local action for health is considered a very high priority for UNICEF, which has itself made more general resources available for implementing the Initiative, although not to the desired levels, in several of the core group of countries.

VIII. ROLE OF UNICEF IN THE IMPLEMENTATION OF THE CONVENTION ON THE RIGHTS OF THE CHILD (E/ICEF/1991/L.7)

63. This report describes the current and future advocacy and programmatic actions of UNICEF for assisting Governments in meeting their obligations under the legally binding Convention on the Rights of the Child. It also underscores the importance of continuing to use UNICEF resources for supporting action programmes at the national level in order to give meaning to the rights established by the Convention. It describes how the achievement of development goals for children by the year 2000 will contribute significantly to the attainment of standards enshrined in the Convention.

64. Based on the experiences of several countries, the paper presents preliminary conclusions on (a) the importance of advocacy for children's rights in enhancing programme delivery and for opening the door to new opportunities for action; (b) the potential for building on the Convention's legal status to strengthen national and international alliances for children; and (c) the effectiveness of the Convention as a point of departure for broader discussions on national policies for

human development, since the implementation of children's rights is also a reliable indicator of sustainable national development.

65. The paper also shows how the steps being taken by UNICEF to facilitate and support implementation of the Convention are rapidly becoming an integral part of ongoing UNICEF programmes. It outlines the following specific areas in which UNICEF is cooperating with efforts of developing countries to implement the Convention:

(a) The creation or further development of national mechanisms to gather gender-specific and area-specific data on children that can be used as a basis for policy development and for States' reports on compliance with the Convention. In this regard, UNICEF is preparing revised guidelines for country situation analyses to ensure that the standards set by the Convention and the range of issues it raises are systematically incorporated into the scope of these analyses;

(b) Support that will enable Governments to review legislation pertaining to children in order to ensure compliance with the norms of the Convention and with international humanitarian laws for child protection. In this undertaking, UNICEF will be guided by the branch of the United Nations Centre for Human Rights responsible for advisory services and technical assistance in the field of human rights;

(c) Support for relevant studies on issues related to the Convention;

(d) Information and education campaigns to promote knowledge and awareness of children's rights among children, youth and influential groups;

(e) Training to ensure that Government and UNICEF staff, United Nations agencies and NGOs whose activities affect children, are familiar with the provisions of the Convention and act to ensure that their programmes have a positive influence on progress towards full implementation of the Convention.

66. The paper also outlines the role that UNICEF can be expected to play in fulfilling its global mandate for children and in promoting children's rights in industrialized countries. It emphasizes the importance of national alliances for the promotion and protection of children's rights and the role that National Committees for UNICEF are expected to play within these groups. It makes the following proposals for cooperation in industrialized countries:

(a) Information and education campaigns to promote knowledge and awareness of children's rights among children, youth and influential groups;

(b) Activities with schools and youth organizations to enable children to participate in debates on the implementation of the Convention and to express their views on their own situation;

(c) Strengthening the capacity of National Committees to undertake advocacy and other activities to support implementation of the Convention;

(d) Information exchanges on policies and programmes in developing countries, which are also applicable in specific situations in industrialized countries;

(e) Studies and research on various technical aspects of applying the Convention in specific circumstances where children are at greatest risk and where the problem is common to both developing and industrialized countries, e.g. studies on the situation of children of migrants and the complementarity between implementing children's rights and women's rights.

67. Finally, the paper makes proposals for collaboration with the monitoring body for this Convention, the Committee on the Rights of the Child, and for strengthening existing partnerships with the United Nations Centre for Human Rights, other agencies of the United Nations system and NGOs.

IX. UNIVERSAL CHILD IMMUNIZATION, 1990: PROGRESS REPORT (E/ICEF/1991/L.8) AND UNIVERSAL CHILD IMMUNIZATION 1990: ANALYSIS OF REGIONAL AND COUNTRY-LEVEL EXPERIENCES (E/ICEF/1991/L.8/Add.1)

68. Dramatic progress has been made during the past several years towards reaching the goal of UCI. Global immunization levels in 1990 rose to greater than 80 per cent for poliomyelitis, diphtheria, pertussis (whooping cough), tetanus and tuberculosis, saving the lives of an estimated 3 million children and protecting the health of millions more. In progressing towards this goal, a system was established to reach the previously unreached and a foundation was laid for tackling more complex and wide-ranging goals in the new decade.

69. This success was the result of excellent international collaboration, as well as the commitment of developing countries to invest in building systems to reach all of their children with immunization services. More than 80 countries have given priority to accelerating immunization coverage and have been striving to achieve the 1990 goal or to maintain UCI target levels. The unprecedented mobilization of political leaders, government ministries, communities and a host of NGOs has established new patterns of collaboration in health care, with the extensive involvement of religious leaders, teachers, women's groups, unions, etc. Combined with radio, television, print and traditional means of communication, such mobilizations have greatly supported a revitalized, goal-oriented health system.

70. This paper discusses the background to the UCI campaign as well as the coverage achievements accomplished to date, including the progress made in each region. Other achievements of the UCI campaign are also summarized, including programme strategy; political will and social mobilization; extensive international cooperation and resource mobilization; management information systems; the provision of stable and affordable vaccine supplies; improved cold-chain, sterilization and injection equipment; UCI and the strengthening of PHC; and going to scale.

71. The paper also discusses in detail the four immunization-related goals for the 1990s adopted by the World Health Assembly:

(a) Global eradication of poliomyelitis by the year 2000;

(b) Elimination of neonatal tetanus by 1995;

(c) Reduction by 95 per cent of measles status and reduction by 90 per cent of measles cases in 1995, compared with pre-immunization levels, as a major step towards the global eradication of measles in the longer run;

(d) Maintenance of a high level of immunization coverage (at least 90 per cent of children under one year of age by the year 2000) against diphtheria, pertussis, tetanus, measles, poliomyelitis, tuberculosis and against tetanus in women of child-bearing age.

72. Overall regional and country-level achievements and performances, as well as an analysis of these experiences, are detailed in E/ICEF/1991/L.8/Add.1.

X. PROGRESS REPORT ON THE INTERNATIONAL CHILD DEVELOPMENT CENTRE (E/ICEF/1991/L.9)

73. Following approval by the Executive Board in 1987 and formalization of the initial three-year agreement between the Government of Italy and UNICEF, effective August 1988, the International Child Development Centre was established at Florence, Italy. The basic objectives of the UNICEF "Innocenti Centre" are to undertake and promote policy analysis and applied research; to provide a forum for international professional exchanges of experience; and to advocate and disseminate ideas and policies towards the goal of CSD. In areas related to its own main programme fields, the Centre also provides training and capacity-strengthening for UNICEF staff, concerned government officials and the staff of other institutions with which UNICEF cooperates.

74. The Government of Italy has fulfilled its commitment to provide 10.5 billion lire ($9.4 million at the January 1991 exchange rate) for the first three-year phase of operations, 1988-1990. The same amount has been pledged for the second phase, 1991-1993. The Government of Finland, through the Finnish Agency for International Development, has provided additional support for one of the Centre's programmes and the Centre proposes to continue to diversify gradually its financial base. No general resources are used for financing Centre activities. The proposed programme for the period 1991-1993 is provided in document E/ICEF/1991/P/L.29.

75. The background, basic objectives, strategies and methods of work and financial arrangements for the Centre were presented in some detail to the 1988 Executive Board (E/ICEF/1988/L.9 and Add.1), and annual reports have been provided to the Board since then. The present report describes progress during 1990 in the Centre's four main programme areas, continuing training activities and activities in support of senior fellows, as well as developments in organization and management, including the documentation unit.

76. The Centre's four initial programme areas are: (a) national capacity-building for CSD in Africa; (b) economic policies and mobilization of resources for

children; (c) the rights of the child; and (d) the needs of the urban child and family. Information regarding these areas in the report to the 1991 Executive Board should be reviewed together with paragraphs 10 to 16 of document E/ICEF/1991/P/L.29, which describe proposed activities for the period 1991-1993. Among the significant developments are the transition of the national capacity-building programme to an African base (see also E/ICEF/1991/P/L.42); the expanding work of the economics programme on issues of child poverty and deprivation in industrialized countries, including in Central and Eastern Europe; the increased urgency of the work under way on the rights of the child, following the entry into force of the Convention on the Rights of the Child; and the evolving orientation of work on the urban child towards an increased concern for strengthening at-risk families and for addressing the special needs of young mothers and the girl child. A steadily increasing number of publications, ranging from more technical works to interpretive essays and reports aimed at decision makers, are emerging from the Centre's first phase of activities. A total of 27 occasional papers, books and monographs are listed in an annex to the report.

77. Following successful experiences with the first two global Innocenti seminars on early childhood development and on participatory development, held at Florence, a third seminar is being planned on the challenge of meeting the intersecting needs of working women and young children. The Centre is also initiating a series of media seminars as part of a strategy of devoting increased attention to the dissemination of the results of its research and policy studies to key audiences. The first such event will be a media seminar, largely for senior journalists from Eastern Europe, on children and the environment.

78. The Centre's basic international staff of seven comprises a director and a senior personal assistant; a deputy director, who is responsible for coordinating the programme for national capacity-building for CSD and for the documentation unit; three senior programme officers, each responsible for one of the other major programme areas; and an administrative, finance and personnel officer. One of the three programme officers also serves as coordinator of the Centre's training activities. The Centre's regular budget also provides for two or three senior fellows. In addition, outside the regular budget, two Junior Professional Officers have been provided by the Government of Italy. Including locally recruited secretarial, documentation and administrative support staff, as well as research assistants on special service agreements, it is still expected, as reported earlier to the Executive Board, that the total staff will number about 28 by September 1991, the end of the first three full years of programme activity.

XI. RECOMMENDATION FOR ADDITIONAL HEADQUARTERS OFFICE ACCOMMODATION (E/ICEF/1991/AB/L.9)

79. At the 1990 session of the Executive Board, the Executive Director recommended that he be authorized to sign a lease for 40,000 square feet of office space at 333 East 38th Street, New York, N.Y. In view of the financial implications and the length of the proposed lease, the Advisory Committee on Administrative and Budgetary Questions recommended that before a decision was taken on the matter, a document should be submitted to the Executive Board requesting a policy decision on

the rental of premises outside UNICEF House. The Executive Board deferred its decision until its 1991 session and requested the Executive Director to submit through the Advisory Committee to the 1991 Executive Board, a review and analysis of UNICEF headquarters office requirements, including, inter alia, current and future space needs, the relationship to the medium-term plan, alternate locations, estimated costs and a statement of rental policies (decision 1990/25).

80. Since the inception of UNICEF in 1946, no formal rental policies have been established. In practice, there has been a de facto policy. Over the years, office space requirements at headquarters have increased gradually in line with the growth of the organization. It has been the practice of the Executive Director to obtain approval from the Board for additional office space. UNICEF activities have grown significantly. For example, total real income (expressed in 1990 dollars) has increased from $164 million in 1960 to $750 million (projected) in 1990, an increase of 357 per cent. The number of posts at headquarters has also increased from a total of 154 in 1960 to 647 in 1990, an increase of 320 per cent. In 1966, UNICEF occupied 28,300 gross square feet in the United Nations Secretariat building. After moving to 866 United Nations Plaza in November 1966, the space gradually increased to 131,000 gross square feet. In July 1987, UNICEF moved to UNICEF House. Of the total gross square footage of 180,491 in UNICEF House, only about 146,300 are utilized for office space on office floors 2-13.

81. The secretariat employed a consultant firm recommended by the United Nations to assist in the preparation of the study requested by the Board. The study was conducted in two phases. The main purpose of the first phase of the study was to determine and develop a "space needs profile", which consisted of a series of meetings with UNICEF senior staff in order to develop staff and space projections. An analysis was also made of historical staff growth. The second phase involved evaluating the current space at UNICEF House, developing location criteria for alternative locations, developing financial criteria and preparing estimates of relocation costs.

82. As a result of the study, estimates of staffing and office space needs were developed for the years 1990, 1993, 1995 and 2000. The total capacity of UNICEF House was estimated at 688 persons. Total UNICEF headquarters staff was estimated at 781 for 1990, 867 for 1993, 938 for 1995 and 1,053 for the year 2000. The additional number of gross square feet required to accommodate the staff was estimated at 21,000 for 1990, 54,000 for 1993, 68,000 for 1995 and 100,000 for 2000. In looking at growth in UNICEF staffing, it should be noted that the total number of posts in New York, expressed as a percentage of total UNICEF posts (headquarters and field), has declined from about 25 per cent in 1965 to 1979 to about 13 per cent in 1990.

83. An analysis of the usable space at UNICEF House compared to the gross rentable space indicated that the usable space is about 17 per cent more than the typical New York City office building. Only about 5,000 square feet could be gained through various means, but this is only 3 per cent of the total available space and this will not solve the organization's long-term space needs.

84. The 10-year staff and space projections call for an increase of about 55 per cent in the size of headquarters accommodation, requiring an estimated additional 100,000 gross rentable square feet by the year 2000. A complete market survey was conducted, covering 169 buildings. After a final review, taking into account cost, location and availability of total space for future growth, the list was narrowed down to four buildings, all located fairly close to UNICEF House.

85. The consulting firm has recommended that UNICEF negotiate a lease for a 15-year term, with three 5-year renewal options. It would also contain an option for cancellation at the end of the tenth year, or in July 2002, when the current UNICEF House lease will expire. It is proposed that UNICEF should initially rent 50,000 gross rentable square feet, with expansion options for an additional 50,000 square feet. The consulting firm has strongly advised against only a 5-year lease because building owners will offer much better financial terms for a 10- or 15-year term and will make a higher contribution towards one-time installation costs. The estimated rental costs for the first five years of the lease are approximately $1.6 million per year. Estimated one-time installation costs amount to $1.9 million (net).

86. Taking into account the results of the study and the critical office space situation at headquarters, the Executive Director recommends that he be authorized to negotiate a lease for a 15-year term with three 5-year renewal options, as outlined in paragraphs 42 to 48 of the recommendation. He also recommends that he be authorized to incur related one-time installation costs not to exceed $2 million. The cost implications of these two recommendations are included in the revised budget estimates for the biennium 1990-1991 and the budget estimates for the biennium 1992-1993 (E/ICEF/1991/AB/L.1).